

City Building Principles, Policies and Strategies

The Brighton Comprehensive Plan

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City Building: Introduction

This document presents the concepts and strategies that the City of Brighton will use to guide growth and change over the next twenty years.

City building *principles* are the basic broad themes that will shape the Brighton of the future in a manner that preserves critical elements of the City's current character. Within a framework that recognizes there may be "unforeseen opportunities", the Plan provides guidance for decision-making and investment. A basic premise of this Plan is that all public and private projects should - to the greatest extent possible - conform to the following broad principles:

- ◆ **Principle 1:**
GROWTH MANAGEMENT - PRACTICE SOUND CITYWIDE GROWTH MANAGEMENT
- ◆ **Principle 2:**
PLANNING FRAMEWORK - PLAN AND BUILD WITHIN A CLEAR CITYWIDE DEVELOPMENT FRAMEWORK
- ◆ **Principle 3:**
OPEN SPACE - CREATE DISTINCTIVENESS WITH SYSTEMATIC, LARGE AREAS OF OPEN SPACE
- ◆ **Principle 4:**
PLANNING AREAS - DEFINE AND ADHERE TO CLEAR LAND USE GUIDELINES FOR EACH PLANNING AREA
- ◆ **Principle 5:**
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- ◆ **Principle 7:**
RESIDENTIAL - PROMOTE NEIGHBORHOODS THAT HAVE DISTINCTIVENESS AND CHARACTER
- ◆ **Principle 8:**
COMMUNITY DESIGN - PLACE A HIGH PRIORITY ON GOOD DESIGN
- ◆ **Principle 9:**
ENVIRONMENT - PROTECT AND CONSERVE THE NATURAL ENVIRONMENT FOR THE NEEDS OF RESIDENTS WHO WILL LIVE IN BRIGHTON IN 100 YEARS
- ◆ **Principle 10:**
DEVELOPMENT COSTS - DEVELOPMENT WILL "PAY FOR ITSELF"
- ◆ **Principle 11:**
PROVIDE A BROAD SPECTRUM OF RECREATIONAL AND CULTURAL ACTIVITIES AND PROGRAMS THAT MEET THE NEEDS OF THE COMMUNITY AND ITS VISITORS

Each of these principles is clarified with a set of policies that generally describe how the City will

respond to development proposals and how public projects will be carried out. Finally, outlines of the basic techniques that the City will use for implementation are presented with each principle.

Section One presents the City's planning vision. Section Two contains the eleven principles and their associated policies and strategies. Section Three provides an overview of the Plan by describing the anticipated growth and a summary of the key implementation techniques that will be used to reach the City's vision.

Section One:

Brighton 2020: A Vision for Managing Change and Promoting Excellence

It is the intent of this Plan to encourage growth within the City of Brighton in a manner that will accomplish a variety of goals. It is the sum of these individual goals that will allow Brighton to maintain its distinctive character by forging a new identity as significant growth and change occur over the next twenty years.

Maintain a small town identity:

Brighton should retain small town qualities. It should not become a large sprawling city or a suburb. The key to achieving this goal will be the creation of a community containing a strategically maintained and economically viable agricultural areas and an open space system resulting in several distinct areas within the common border of the City of Brighton.

Free Standing - Distinctiveness from Denver and Denver suburbs:

Brighton should be a place that is separated and apart from Denver. People should have the impression that they are away from the Denver metro area when they come to Brighton.

Maintain farming character:

Brighton should be a community with a connection to agriculture. It should remain as a center for agricultural activity.

Enhance the identity of being a County seat:

Brighton should always be identified as the County seat for Adams County. The image of being the governmental center of the County should not be lost.

Express local history:

Brighton's history - farming, rail, commerce, and early settlement -- should be known in all parts of the community and its historic resources should be guarded and enhanced.

Strengthen institutions:

Brighton's institutions (e.g., the schools, the hospital, governments) help to define the community, and where possible, should be protected and used to maintain community. As growth occurs and centralized facilities are no longer feasible, then the concept of an institution anchoring a neighborhood or section of the City should be used.

Encourage cultural diversity:

Brighton should continue to be a place where people of all races and cultures can blend and enhance the community.

Encourage interaction among residents:

Brighton's places, activities, business areas and neighborhood design should all encourage people to meet, to get to know each other, and to talk and interact. Brighton's events and festivals and other activities that unite people should be enhanced and preserved.

Section Two:

City Building Principles, Policies and Strategies

This Comprehensive Plan uses a set of *City building principles* that lie at the heart of all the major policies and strategies within the Plan. These are the citywide themes that should guide all development and renovation. The goal is to have all public and private investments meet these principles. In addition to these citywide principles, there are policies and strategies that will guide the City as it makes day-to-day and long-term decisions on how to best implement the Plan.

Growth Management

Principle 1: Practice Sound Citywide Growth Management Policies

Policy 1.1: Brighton's Comprehensive Plan and its Principles and Policies will Become Standard Decision making Criteria

1. Incorporate a checklist of key principles and policies into standard application forms and decision making rules and regulations for Brighton's elected and appointed councils, commissions and departments.
2. Ensure that all zoning, annexation and subdivision proposals demonstrate a high degree of compliance with the Plan.
3. The Planning Commission will monitor compliance with and progress on the Plan on an annual basis.
4. The Growth Sequence Map will guide the phasing of utilities and development to insure efficient extension of services.
5. Annexation or detachment of existing areas may be utilized to achieve desired growth management objectives.

Policy 1.2: Adopt Strong Capital Facility Planning and Financing Approaches

1. Development in Brighton shall "pay its own" way. But the City will facilitate managed growth by considering various public and private funding mechanisms to initiate and ensure comprehensive development of targeted areas.

2. Create and maintain a 5-year Capital Improvement Program to coordinate expenditures and revenues to ensure adequate capital facilities.
3. Ensure that all City services reflect the highest possible quality within the public's stated willingness to spend tax revenues for services.
4. Coordinate capital improvements planning with other public entities serving the community such as schools, county and fire district.

Policy 1.3: Adopt Revisions to the Development Code to Support the Comprehensive Plan

1. Review and amend the development code as needed to ensure strong connections with the Comprehensive Plan.
2. Actively zone areas that are currently under unclear zoning designations to create standards for all development. The major area where this concept should be applied is south of Bromley Lane. Zoning should be aligned with the concepts of this Plan.
3. Develop a schedule of "growth management fees" to equal the costs of growth.
4. Prepare and adopt development principles that support quality neighborhoods, convenient shopping and compatible employment opportunities.

Policy 1.4: Actively Protect Farmland and Open Space

1. Form a Farmlands Advisory Task Force that can advise the City on how best to proceed with open space and farmlands protection without detrimental impacts to agricultural activities.
2. Identify and seek financing and/or grants for agricultural easements, acquisition or joint ventures to preserve prime agricultural lands, or recreation trail development.
3. Work with local, regional, state, federal and national organizations to support farmland protection.
4. Assist farmers and landowners to consider the appropriateness of various tax credits, estate planning, trusts and easements for their properties as a means to protect farmland.
5. Provide mechanisms for density, open space, agricultural, flood plain and storm water management incentives to support the protection program.
6. Develop zoning and development techniques, such as clustering that provide buffers between agricultural activities and non-farm development.

Policy 1.5: Seek Funds to Make Targeted Community Development Investments That Promote Desired Growth and Maintain Existing Facilities

1. Pursue historic preservation grants to assist with Downtown renewal.
2. Seek federal/state funding for Downtown sidewalk and streetscape improvements as well as trail and sidewalk projects in other parts of the City.
3. Identify and develop funding for Downtown public space improvements such as mini-parks, plazas and parking lots.
4. Use recreation and open space sales tax revenues or other combinations of funding as well as dedicated funds from developments for parks, trails and open space throughout the City.

Policy 1.6: Carry Out Ongoing, Inclusive and Cooperative Planning Efforts

1. Regularly update the Comprehensive Plan using clearly defined criteria for when and how the Plan will be amended and updated.
2. Adopt and/or update the following plans:
 - Sewer Master Plan
 - Water Master Plan
 - Storm Water Plan
 - Transportation Plan
 - Parks and Open Space Plan
3. Pursue a cooperative planning grant with Adams County to fund zoning and plan revisions to the City's comprehensive plan that will allow the two entities to provide regulatory support for each other's plans. Investigate the formation of a transfer of development rights program for the City and County.
4. The Planning Commission shall conduct an annual review to proposed amendments and to monitor implementation of the Plan and changes in the community. This report, with any recommendation, would be forwarded to the City Council.

5. Coordinate with the Brighton School District on school facility planning and growth within the City that will impact the school district.
6. Continue to participate in and coordinate with other jurisdictions and governmental entities (Adams County, DRCOG, cities) on planning issues affecting the City's future growth.

Key Short Term Implementation Techniques for the Growth Management Program

1. Use the Urban Service Area Concept to Define Where Development will be Allowed to Occur and Where it Will be Discouraged

⇒ Development will not be allowed to occur unless the project is located within a Service Area A or within a Service Area B (as indicated on Figure 3 - Growth Sequence Map) wherein the project is subject to a development agreement that will finance and extend adequate services to the area. Following the full provision of adequate services to Service Areas B, the comprehensive plan shall be amended to redistrict B areas to A areas and thus acknowledge that full services are available to all lands within the newly defined A area. New annexations or de-annexation of existing corporate areas may be utilized to support growth management objectives.

2. Amend the Brighton Development Code to Bring Into Compliance With the Plan

3. Develop a Set of Forms and Procedures to Allow Developers, the City Council, the Planning Commission and Other Bodies and Departments to Evaluate Compliance With the Plan

4. Incorporate an Adequate Capital Facilities Program into Development Review

⇒ *Adequate capital facilities* will be defined as the existing presence or the feasible, short-term provision of roads, sewer, water, and other services or capital facilities deemed critical by the City of Brighton in order for development to proceed in conformance with the Brighton Comprehensive Plan. Brighton will require that all developments have or have made acceptable guarantees for adequate capital facilities, including schools, prior to plan and project approval.

Development lying outside Service Areas A and B and without accepted adequate capital facilities shall be discouraged.

5. Explore Improvement Districts to Fund the Construction and Improvement of the Major Infrastructure Needed for Future Growth

- ⇒ Examine the possibility of creating one or more improvement districts to create the privately supported funding mechanism needed to make improvements to the infrastructure system in designated growth areas.

6. Continue Joint Planning Efforts with Adams County and Form the Above Noted Subcommittees and Task Forces to Monitor and Improve Planning in Brighton

- ⇒ Work with the County to encourage the adoption of zoning provisions within the County that encourage the clustering of development and the associated protection of open areas that can mesh with and enhance the open space system described in this Plan.
- ⇒ Support the use of estate residential zoning or similar holding district in County lands when the zoning complements this Plan.
- ⇒ Support County efforts to restore and reclaim mining areas.

Development Framework

Principle 2: Plan, Maintain and Build within a Clear Citywide Development Framework

Planning and development in Brighton shall use a clear structure and hierarchy of concepts to create the type of community envisioned by this Plan and consistency with regional and other planning entities. The following terms and concepts describe the structure that planning shall follow in Brighton. The concepts begin with the broadest geographic areas and flow to the smallest and most specific areas. All development proposals and projects shall integrate the relevant planning policies from this principle.

Policies

Policy 2.1: Planning Influence Area

The full geographic area can be generally described as extending from Yosemite Street in the west to Harvest Mile Road and 136th Avenue in the east and from Weld County Road #6 in the north to 120th Avenue in the south. (See Figure 1: Planning Influence Area.) Within this area, all projects and plans proposed by both public and private entities shall be, at a minimum, commented on by the City of Brighton and, at a maximum, subject to regulatory approval by the City. The level of review performed by the City in areas outside Brighton's municipal boundaries shall be based on agreements with other neighboring jurisdictions.

Policy 2.2: IGA and DRCOG Boundaries

The specific boundaries defined by agreement between the City of Brighton, the Denver Regional Council of Governments (DRCOG) and surrounding jurisdictions regarding the outer edges of the Urban Growth Area are depicted in Figure 2: IGA and DRCOG Map.

Brighton has entered into Intergovernmental Agreements with the cities of Lochbuie, Thornton and Commerce City to coordinate planning activities and ensure that urban development within unincorporated Adams and Weld Counties is assimilated into existing or new cities. The Denver Regional Council of Governments (DRCOG) acts as a forum for discussion of regional land use, transportation and management issues.

Policy 2.3: Urban Service Areas

The Urban Service Area is the geographic area defined by this Plan within which the City of Brighton is now or may at some time in the future provide municipal services.

The DRCOG Urban Growth Boundary will contain less area than the Brighton Growth Sequence Map. (See Figure 3.)

Brighton's Urban Service Area shall be divided into two categories:

Urban Service Area A: Generally, the area within or immediately adjacent to the City services, part of approved subdivisions or developments, or areas that form part of a contiguous City growth pattern. (See Figure 3.) These areas shall be defined as containing *adequate capital facilities or represent efficient and cost-effective extensions* and thus may proceed with normal project applications and project review.

Urban Service Area B: Generally, the lands within or immediately adjacent to the City of Brighton's municipal boundaries but outside of Urban Service Area A. These areas shall be defined as having adequate capital facilities if and when a development agreement, which includes extension of City services, is created and approved with the City of Brighton. All costs for extending services shall be the responsibility of the developer. Prior to the signing of such an agreement, development will be discouraged unless the applicant can demonstrate substantial compliance with the City's utility improvement schedule (as described in the Comprehensive Plan and refined by the City's Capital Improvements Plan), and that the project will dedicate adequate funds to assist in the extension of services to the site in the future.

Policy 2.4: Joint Planning Areas

Places within the *Area of Planning Influence* and outside of the *Urban Service Areas* are defined as *Joint Planning Areas*. Development proposals within these areas presented to the County will ideally be denied by the County within the framework of intergovernmental cooperative planning agreements between the City and the County that will serve to direct development to areas adequately served by infrastructure so that development can proceed at planned densities (see Figure 3). These areas are largely expected to remain within the relevant county and fall into one of the following general sub-categories:

Joint Planning Area Residential: These lands contain or will contain very low-density, single-family housing. The overall objective of development in these areas should be areas of largely open and undeveloped landscape. Therefore, gross densities should be low and direction should be given to clustering housing so that large tracts of open space can be maintained and the visual impacts of rural sprawl reduced. The effect of this technique will be low overall densities with somewhat higher net densities for built areas. In all cases, development must be planned with the assumption that sewer and water service will not be provided to these areas. Brighton's interest in these areas lies in ensuring that City services will not be required in these developments at some point in the future and that development be designed in a way that the rural character of the lands surrounding Brighton can be maintained.

Joint Planning Area Agriculture: The priority for these areas should be keeping the land open for farming, public open space and minimizing area of regional flood hazards. If development occurs, it should be at the lowest densities possible with clustering used so as to preserve large open tracts. These areas will be critical to the maintenance of the Brighton Second and Third Creek Floodways and for a distinguishing landscape between Brighton and Commerce City. A maximum density of 35 acres per dwelling unit should be maintained.

Additional Planning Considerations

County Mineral Extraction: These areas contain sand and gravel operations. Following reclamation and closure of the operations, the resulting water bodies and key adjoining lands should be considered for public use. The area between Riverdale Road and Brighton Road, from 120th Avenue on the south, and Weld Co. Rd. #6 on the north may be used for mineral extraction, water storage, or parks and open space.

Barr Lake State Park: It is expected that Barr Lake State Park will continue to remain under state leasehold and management. If conditions change and this exceptional natural area is subject to development pressures, Brighton should act in concert with county, regional, state and federal entities to ensure that the area remains a state park.

County Lands will be governed with planning cooperation between the County and the City of Brighton. Development proposals within these areas that are not oriented toward farming or extremely low residential development, should be denied. All nonresidential development should be directed toward lands within the *Urban Service Areas*.

Policy 2.5: The Freestanding City – The Primary Open Space System

These areas are the major open space corridors within the *Planning Influence Area* that define the City of Brighton and ensure its spatial distinctiveness from the metro Denver area. The primary open space system consists of the South Platte River Corridor, the Barr Lake State Park, an agricultural/low-density buffer in Weld County and the Second and Third Creek Valley Greenway. Development should be directed outside these areas. (See Principle 3 for more detail on the open space systems.)

Policy 2.6: City Planning Areas

For planning purposes, the City of Brighton has been defined as containing 15 planning areas as indicated on Figure 5 - Planning Area Map.

1. City Core

2. Weld County Area
3. River and Lakes Area
4. Bromley Park Area
5. Bromley Lane Corridor Area
6. Buckley Road Corridor Area
7. 144th Avenue Area
8. Midlands Areas
9. Agricultural District
10. US85 Area
11. 132nd/US85 Area
12. E470 Development Area
13. 120th Avenue Area
14. Barr Lake Dam Inundation District
15. Regional Commerce Area

The purpose of designating City Planning Areas is to provide a set of localized planning policies and standards. This approach is tailor-made for the specific conditions existing in each of these distinctly different areas.

Policy 2.7: Centers and Corridors

Centers

Brighton will be oriented toward the creation of *centers* rather than long linear strips of road frontage development. New development in Brighton should relate to a center. Neighborhoods should relate to a community center; offices and places of work should be part of a larger center that people can identify.

There are four types of centers in this Plan:

1. Town Center

Town centers are places designated for a mixture of retail, civic, open space and residential uses which will be seen by residents of the City of Brighton as places to shop, walk, see other people and be in a small town setting. Pedestrian systems should be primary; parking and street systems, while adequate and efficient, should be secondary to the pedestrian system. The older Core City of Brighton is a town center. A new town center is recommended for the Bromley Park Town Center. The town centers will be at least 50 acres in size, will be organized around a civic node (e.g., plaza, major public building or park), will be served by major arterials and bus transit, and integrate a range of housing types and densities.

2. Employment Center

Employment centers are places where the focus of land use is on comprehensively planned business activity areas. Office and research parks,

industrial/manufacturing areas, higher density residential, and regional shopping malls are all examples of employment centers. Pedestrian, bicycle and transit systems should link community centers and employment centers in order to strengthen the consumer base for community centers and to decrease auto trip generation where possible. Employment centers should be a minimum of 100 acres in size with typical sizes ranging up to 1000 acres for larger centers. Major arterial access is required. Setbacks, site design, landscaping and building design should all seek to integrate the center within the landscape. Edges of employment centers should be oriented toward open space uses and should be designed to make the transition to adjacent residential or agricultural areas.

3. Community Center

Community centers are medium sized areas of retail, office, services and open space. They are generally limited to approximately 20 acres in size with 50,000 to 80,000 square feet of useable floor area. The size of the center and floor area could increase to 30 acres with 200,000 square feet of floor area where community design bonuses are awarded.

4. Neighborhood Center

Neighborhood centers are small areas that serve a very local market area. These centers may be commercial (e.g., a local market or convenience store), public (e.g., a school or recreation center), or a combination of both. The typical size of a neighborhood center will be 5 to 10 acres with a school facility having a total area between 15 and 20 acres. These are places that people in the neighborhood walk, play, gather, and spend time. They should integrate outdoor space with built space. These areas should be served by minor arterials at the minimum.

Characteristics of Centers

Size	Center Type	Characteristics
50+ Acres	Town Center	250,000 ft ² Floor Space Mixed Use, Retail, Office
100+ Acres	Employment Center	Office & Research Parks, Industrial, High Density Residential
20-30 Acres	Community Center	50-80,000 ft ² Floor Space Retail, Office, Service

5-10 Acres	Neighborhood Center	5-10,000 ft ² Floor Space Local Market Retail, Public
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Corridors

Corridors are areas of special planning action that are associated with a linear feature such as a road, rail line or water course. A corridor includes the linear feature (stream, road, trail) and the lands lying adjacent to that feature. All corridors shall be carefully managed to protect the distinctive features of the corridors. In cases where existing corridors could be improved, the City will work to upgrade such areas. In some cases, a special overlay district with specific development/design criteria will be developed. The amount of adjacent land is a function of the relationship of that land to the feature. A flood plain might be the adjacent land to a river given the inter-relationship of flooding to the river. The view shed would be the relevant corridor width for a scenic road. Finally, the likely development depth for average parcels could be the width of a commercial corridor. Of particular importance in Brighton will be the deliberate avoidance of commercial strip development.

1. Transportation Corridors

Transportation corridors will be designed to provide boulevards with planted medians, minimal or no access except from intersecting streets, broad setbacks and a high quality of development overall.

2. Recreation or Natural Resource Corridors

Recreation or natural resource corridors are designed to enhance or protect the significant resource, provide development credits that can be transferred out of the prime corridor to enhance development elsewhere and provide continuity for regional planning efforts. These include greenbelts intended to support the Freestanding City.

Policy 2.8: Neighborhood Structure

Brighton will encourage the conservation and reinvestment in existing neighborhoods in order to maintain their value. New residential projects in Brighton will address and conform to the concepts described in this section. There are four types of neighborhoods defined in this plan: rural residential, low-density residential, medium-density residential, and high-density residential. As defined by this Plan, neighborhoods can be composed of a mixture of the latter three density levels. In all cases, neighborhoods shall be designed to encourage a mixture of price ranges, provide extensive pedestrian systems, and create a range of open space and recreation opportunities. Wherever possible, residential neighborhoods should relate to

and be integrated with nearby commercial areas. Special attention to buffering, density and overall project planning shall be paid to projects that adjoin existing County residential developments. Such projects shall seek to create a gradual transition from County densities to City densities.

1. **Rural Residential:** Rural neighborhoods should be built to an average of 2 to 5 acres-per-dwelling unit. (All roads, drainage, parks, and other land that cannot be developed should be subtracted prior to calculating net densities.) In new rural residential areas, developers will be encouraged to make use of City density/open space incentives, if and when adopted, to protect off-site and on-site agricultural and open space through clustering and other means. Housing types will be single-family homes. Sidewalks and walking paths should be integrated within these neighborhoods to allow easy walking and bicycle access to all parts of the neighborhood and to nearby commercial areas. New neighborhoods near farming areas should set back from such activities with the primary objective being the protection of farming and farming rights.
2. **Low-Density Residential:** This is a transitional residential district with a basic density of one-half to two-and-one-half (0.5 to 2.5) dwellings per acre. The district will likely be implemented with zoning that encourages agricultural preservation and open space through zoning bonuses or development transfers. These areas will also have an emphasis on clustering in order to create separations from agriculture, flood plains, and open space.
3. **Medium Density Urban Residential:** Medium density neighborhoods should be built to an average density up to five (5) dwelling units per net acre. All roads, drainage, parks, and other land unable to be developed should be subtracted prior to calculating net densities. Housing type will primarily be detached single family homes but the City will entertain proposals that mix in moderate amounts of attached single family and minimal amounts of small scale (i.e., maximum of four (4) units per structure) multifamily housing. Such non-single family housing should not erode the primarily single family character of these areas. Such housing should enhance the feeling of neighborhood by providing housing that meets the needs of people in all stages of life and thus create diverse neighborhoods.
4. **High Density Urban Residential:** High-density neighborhoods generally are an average density of greater than five (5) units per net acre. (All roads, drainage, parks, and other land that cannot be developed should be subtracted prior to calculating net densities.) Housing types will be a mixture of single family detached and attached, and small-scale (heights, units per structure), multi-family housing. Housing should be mixed so as to create diverse neighborhoods in which the parts of the neighborhood relate and are integrated. To an even greater degree than medium-density neighborhoods, the high-density areas should provide for and create diverse communities. Maximum densities should be set in conjunction with available services, impact on traffic and circulation, and relationship to adjacent planned and existing uses.

Residential Neighborhood Characteristics

	Density	Housing Type
Rural	2-5 acres per dwelling	single family
Low Density	.5 dwellings per acre to 2.5 dwellings per acre	single family
Medium Density	up to 5 dwellings per acre	single family detached, limited attached & multi-family
High Density	over 5 dwellings per acre	single family attached & detached, multi-family

Key Techniques for Implementation

Brighton will implement the structural elements described above through methods that include the following strategies:

- ⇒ **Technique A:** The future Land Use Plan, future Transportation Map, and Growth Sequence Map will provide direction for zoning and capital facility investment decisions.
- ⇒ **Technique B:** The City will require that all projects be in compliance with the Brighton Comprehensive Plan. A checklist of key principles and policies with which all projects must comply will be assembled and used by the City Council and Planning Commission in their deliberations. The City will amend and where necessary adopt intergovernmental agreements with adjoining jurisdictions to bring the City's urban growth boundaries in line with the Comprehensive Plan.
- ⇒ **Technique C:** The City will work with Adams County to refine this Plan and the County Plan, as well as finding ways to integrate the two plans with the result being

cooperative planning agreements that accomplish both County and City goals.

Open Space

Principle 3: Create Distinctiveness with Systematic and Large Areas of Open Space

A perceived flaw with the development that has occurred in communities to the south and west of our City is that insufficient open space has been maintained around the edges of development areas and that new development has not been sufficiently clustered to create viable new centers. The result is interspersed vacant areas that have little impact on overall community character, and contribute to a lack of distinctiveness. Brighton seeks to protect sufficiently large areas of open space in key locations so that every resident and visitor will enjoy the experience of driving, walking or viewing land still in farming or in prairie conditions. The objective is to protect adequate open land so that character of Brighton's agricultural past is preserved.

Policies

Policy 3.1: Promote Primary Open Space Patterns – Greenbelt Program for the Freestanding City

Brighton will develop a major open space plan defined by four open space corridors. These open spaces or greenbelts will ensure that Brighton is always clearly separated and distinctive from adjoining communities. All planning and development shall seek to strengthen these open space patterns.

1. **The South Platte River Greenbelt:** Brighton will work in conjunction with Adams County and adjoining communities to protect as much of the river corridor as possible so that this natural feature becomes an integral greenway and open space resource on the City's western border. The primary corridor will be from the back of the ridge line west of Riverdale Road to the east edge of the South Platte flood plain on the east side of the river. Mine reclamation will be actively pursued to enhance water and open space resources.
2. **The Second and Third Creek Valley Greenbelt:** Stretching from the South Platte to Barr Lake across the City will be a major greenway that separates the center of Brighton from the E470 corridor and from Commerce City to the south. This greenway will protect valuable farmlands along Sable Road and US85, protect flood plains and wildlife corridors and help to maintain an open space buffer along the major roads and gateways into Brighton from the south (i.e., US85, Sable Boulevard and I-76.)
3. **Barr Lake State Park and Environs:** Brighton will cooperate with the county and state to ensure that this state park and its environs remain as an

open space anchor to the east of the City.

4. **The Weld County Area to the North:** Rural lands within Weld County between Weld County Roads 2 and Weld County Road 4 will provide a northerly open space buffer for the City of Brighton. The City will work with Weld County to achieve these goals. With the exception of annexation plans along US85 to provide for more industrial development, the lands to the north of Weld County Road 4 should be used only for farming and low-density residential development. The area north of Weld County Road 4 should remain in Weld County and be used for agriculture. Generally speaking, Brighton does not foresee extensive development north of Weld County Road 4 and thus there will be little change in the character of this area.

Policy 3.2: Promote Secondary Open Space Patterns

In conjunction with the Primary Open Space Areas, there will be a network of secondary open space areas that will further define the City of Brighton. These parks, trails and open spaces will generally serve the community in more traditional recreational activities. All planning and development shall seek to strengthen these open space patterns. The recommendations of the updated parks, open space and recreation plan will be integrated into this plan.

1. **The Brighton Ditch Ways:** Brighton will work with the owners of or adjacent to all ditches in the City to create a linked system of trails and natural areas along these ditches.
2. **The Drainage Ways:** Brighton will incorporate the Urban Drainage and Flood Control Plan and other major urban storm water management programs as they are developed. This system should be used as another secondary open space system in the City.
3. **The Urban Parks System:** Brighton will continue to develop and maintain a Citywide system of urban parks and open space areas in conjunction with the City's Parks and Open Space Plan.
4. **The Road System:** Brighton will establish road standards that integrate landscaping, storm water management, and traffic control. These roads will become a system of parkways through the City where the emphasis will be on maintaining the roads in a way that sustains their distinct character.
5. **Rural Clustering:** Any development in the unincorporated Service Area B or joint planning areas should utilize clustering of development to reduce services and infrastructure needs while maximizing open space.

Key Techniques for Implementation

Brighton will implement its open space program through methods that include the following strategies:

Technique A: The City will adopt the updated Park and Recreation Master Plan into this Plan and coordinate the policies of both documents.

Technique B: Open lands will be protected through a multifaceted approach that combines the following tools:

1. A portion of Brighton's lottery proceeds and recreation sales tax may be directed toward recreation trail acquisition or open space purchases both within the City limits and in agriculture areas.
2. Along with strong environmental protection standards, the City will seek to create incentives for development to help the City attain its open space goals. These may be in the form of increased density for developments that provide agricultural/open-space easements.
3. A farmlands protection program will be established wherein projects in targeted areas would have the voluntary option to increase the intensity of development in their projects by protecting off-site farmland. On-site open space will be specifically encouraged within subdivisions and Planned Unit Developments through zoning language amendments that allow density increases for exceptional open space set-a-sides. Clustering will be strongly encouraged for all projects.
4. The City will work with the County to create programs and incentives to protect farmland and open space.
5. The amount of open space that developers must dedicate to the City and County for open space may be increased. Density bonuses will be provided for open space allocations that exceed minimum levels. The City will include in the annual Capital Improvement Plan a budget to increase the amount of open space dedicated and to enhance the facility investments that occur.

Technique C: The City will pursue several methods to enhance the secondary open space pattern.

1. A set of rural road standards and boulevard road standards will be adopted as part of an overall effort to plan for the future of Bromley Lane and other city roads. These standards will define the basic layout of the roads in terms of lane design, medians, shoulder width, and other technical features.
2. The Urban Storm Drainage project will be integrated within the central section of the future City and designed to provide secondary open space areas.
3. The City will assertively pursue a program to create and maintain trails along the ditches of Brighton. The Brighton ditch ways will provide complete north-to-south pedestrian and cycling access within Brighton.

Technique D: The City will consider a program of Transfer of Development Rights

(TDR) or other density bonus system. The program will operate on a system of development bonuses with clearly established sending and receiving zones.

Example: Sending zones could be those areas designated for agricultural, flood plain or open space preservation. Receiving zones could be those areas where increased density could occur. Generally, a sending district would start with a low-permitted development density. (Example - two dwellings per acre or 2500 square feet of retail floor area per acre. In a proposed residential development, a developer could provide one acre of permanent easement for every acre he wanted to increase development density to four dwellings per acre. These permanent easements could be on the same property (by clustering) or "transferred" in by agreement with a property owner in a "sending" district. Similarly, with a commercial proposal the developer could bring in up to three acres of permanent easement; get 2500 square feet of floor area credit for each acre; and increase the density of a commercial proposal up to 90,000 square feet per acre.)

Planning Areas

Principle 4: Define and Adhere to Clear Land Use Guidelines for Each Planning Area

All public and private development projects will be located within one of the designated planning areas as indicated in Figure 5 - Planning Areas Map. Projects shall conform to the policies and objectives for both the City as a whole and for the respective planning area.

The City Core

Generally, the City core contains the area from Weld County Road 2 in the north to Bromley Lane in the south, and from the South Platte River in the west to 40th Avenue in the east.

Land use objective: The City Core should maintain its basic character with the emphasis on improving the appearance, vitality and functioning of the Downtown and the Bridge Street corridor. Where possible, traffic congestion should be lessened and pedestrian systems improved. Maintaining healthy neighborhoods that provide attractive and affordable housing is essential to the Core City.

Policy 4.1: Enhance the Downtown

1. Maintain City Government in the Downtown area.
2. Increase public open space and common areas around the Downtown.
3. Enhance the pedestrian system in the Downtown to support its role as a civic/entertainment center.
4. Improve the zoning and general land use pattern in the Downtown so that uses within the Downtown core complement one another.
5. Review and update the Downtown plan.
6. Support the efforts of the Downtown Development Authority with City Staff and technical resources.

Policy 4.2: Protect and Enhance Edges and Gateways Around the Downtown

1. Create detailed gateway plans for all entrances to the Downtown core and implement these plans to improve the entranceways into Brighton.

2. Create buffers at the edge of existing neighborhoods in order to protect these neighborhoods where incompatible uses exist or are proposed to be developed nearby. Expansion of non-residential or multi-family uses should contain clear buffers to mitigate possible impacts on neighborhoods.

Policy 4.3: Improve Traffic and Transportation in the Core

1. Minimize traffic impacts on Core neighborhoods from future growth in and around the Core by improving arterial streets that bypass congested intersections and road segments and through traffic calming measures.
2. Improve the Bridge St., Bromley Lane and Weld County Road #2 intersections at US85 through the use of medians, frontage roads, and realigning intersections away from US85.
3. Improve east-west movement within the Core City through a process of identifying new east-west roadways.
4. Maintain and, where needed, improve pedestrian circulation among neighborhoods and throughout the core.

Policy 4.4: Improve the Appearance and Health of Commercial Corridors in the Core City

1. Prepare a Bridge Street strategy plan that reviews the likely future changes that will face this area. Consider issues of containment or expansion of the commercial districts along Bridge Street. The strategy should address types of reinvestment in buildings, minimizing residential - commercial conflicts, parking, landscaping, and circulation patterns that will be needed to revitalize Bridge Street.
2. Adopt a Bridge Street improvement program that creates consistency of sidewalks, shoulders and landscaping along the road edge. Also provide for transportation improvements including limited curb cuts, landscaped medians, and paved alleys paralleling Bridge.
3. Adopt an overlay zone for the entire US85 corridor that will contain standards to encourage better circulation, landscaping and site maintenance.
4. Examine the 4th Street corridor through a planning process that considers issues such as allowing more or less commercial development as traffic levels increase and as intersection signalization is improved. Consider allowing use of existing residences for non-residential use where residential design and character are maintained.
5. Prepare a redevelopment program for the US85 and Bromley Lane intersection that provides solutions for traffic circulation and positive redevelopment. Coordinate

transportation improvements as part of the regional transportation system.

Weld County Area

Land Use Objectives: The Weld County Planning Area should be targeted to accomplish two objectives for the City. The first is an extension of land available for basic industry along the US85 corridor. The second is the creation of a low density and/or open land buffer to the north of the existing city.

Policy 4.5: Increase Industrial Land Uses Along US85 Corridor

1. Annex and zone land north of the existing city boundaries along US85 so that existing and potential industrially developed areas are within the City. This area should extend east from US85 to 11th Street and north to Weld County Road #6.
2. Work with property owners to extend water and sewer to those properties within this corridor.
3. Establish a set of site design standards for industrial uses in this corridor to improve its appearance.

Policy 4.6: Maintain Rural Character in Areas Not Designated for Urban Development.

1. Annex no land north of Weld County Road #6 between Lochbuie and the South Platte River. Limited annexations may occur south of Weld County Road #6. Work with Weld County to maintain a farming or very low-density residential pattern in this area.

Policy 4.7: Plan for Improvements to WC Road #2

1. Work with Adams and Weld County and Lochbuie to plan for future improvements to Weld County Road #2. This road will provide a “business loop” around the north portion of the city and provide circulation for Bromley Park and the I-76 interchange.

The River and Lakes Area

Land Use Objective: The Rivers and Lakes Planning Area extends along the entire length of the South Platte River along Old Brighton Road. The South Platte River is the dominant natural feature in this area. The area should become stabilized after the completion of gravel and sand mining operations in the river valley. The City should seek to create an area that combines water augmentation, extensive river and pond recreation and open spaces, the continuation of farming and some well-planned residential development. Some areas will be appropriate for annexation.

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Policy 4.8: Make Connections to Water Wherever Possible

1. Whenever a development project abuts the river or manmade lakes, include those areas in the overall planning for the area. Acquire lands around the river and lakes whenever possible.
2. Work to create a complete system of open space areas and trails along the length of the South Platte River within Brighton. Work with and support county and adjacent cities efforts to develop corridor plans such as the Heritage Trail Plan.

Policy 4.9: Protect Farmland Within the River Corridor

1. Using the Farmland Protection Program, seek ways to maintain active farms within the river valley.

Policy 4.10: Rural Buffer – Western Gateway

1. The agricultural uses west of the South Platte should be maintained. The City will work with the County to redirect growth from this area into identified urban areas.

Policy 4.11: Water Augmentation

1. Investigate and acquire sites along the river for water storage and augmentation.

Policy 4.12: Mineral Extraction

1. The area between Riverdale Road and Brighton Road should be maintained in sand and gravel extraction operations. The City should acquire these sites upon closure of the operations.

Bromley Park Area

Land Use Objectives: Bromley Park should become a part of Brighton, not separate from Brighton. Emphasis should be placed on making connections with the existing community including road and road edge design along Bridge Street and Bromley Lane that unite the old and new parts of the City. Trails and paths should connect the two areas. City facilities should be located so as to unify the community.

Replicate the character and feel of the Core City's neighborhoods in the areas that have yet to be developed. Through design characteristics such as detached sidewalks, front porches, and a variety of styles and colors, connect the neighborhoods of this area to the older neighborhoods of

the City, in order to transfer the small town character of the original Brighton to this new area of the City.

Policy 4.13: Hold to the Vision of a Bromley Park “Village Plan”

1. Hold the developers of Bromley Park to their vision of a village with a different and distinct character.
2. As PUD proposals are submitted for yet unplanned areas in Bromley Park or contiguous properties, require that their designs complement the plans of the current Bromley Park projects.

Policy 4.14: Develop and Apply High Design Standards for All Commercial Development

1. Plan carefully at the edges of the development to ensure that commercial and institutional uses along Bridge Street and Bromley Lane also project a distinctive character.

Bromley Lane Corridor Area

Land Use Objective: The Bromley Lane Corridor will become one of the major east/ west arterials in Brighton. It will carry significant amounts of traffic from both the Core City, from Bromley Park to the east and from developments to the south of the corridor. The corridor must be planned carefully. The concept for Bromley Lane is a boulevard with a wide planted median, limited curb cuts, multiple transportation mode opportunities, that mix open areas and moderate density residential uses with business, office and retail, along, in most cases, the south side. Development will occur in nodes rather than a complete linear commercial strip along Bromley Lane. Portions of the road corridor will be undeveloped and protected so as to provide breaks of open space between developed areas.

Policy 4.15: Design the Road as a Major East-West Arterial

1. Prior to additional development along Bromley Lane, adopt a Bromley Lane Development Plan which will define the right of way width, the amounts of land dedication required by developers, number of lanes, expected signalized intersections and other technical and urban design requirements. This road must, from the start, be designed to carry large amounts of traffic and to be aesthetically pleasing.

Policy 4.16: Plan for a Boulevard Concept for the Improved Bromley Lane

1. Plan the road as a boulevard with an ample landscaped median. Integrate urban storm water drainage within or immediately adjacent to the road design where possible, in conformance with the Urban Drainage and Flood Control District Plan.

2. Provide usable open space at key areas along road. Using a zoning incentive program, target development to nodes and maintain remaining areas as usable open space.

Policy 4.17: Ensure That the Bromley Lane Corridor is Multi-Modal, Accommodating Cars, Bicycles and Pedestrians

1. Direct traffic flow to identified nodes, via the limitation of curb cuts along the Bromley Lane corridor.
2. Provide designated bike lanes along both sides of Bromley Lane.

Policy 4.18: Adopt a Flexible Zoning District for the Entire Corridor

1. Broadly define the development approved in the Bromley Lane corridor in order to attract quality uses to this area while allowing the market to evolve over time.
2. Encourage clustering of development through incentives and density bonuses in order to create the cluster development concept.
3. Determine the designation of the total maximum developable area within the Bromley Lane corridor. Review and approve projects on a *first come/first served* basis and with established expiration dates to insure timely construction. This is intended to discourage speculative proposals and support those ready to develop.
4. Provide development incentives for projects that integrate open space, community uses, multi-modal movement and quality business.
5. Designate the Buckley Road/Bromley Lane intersection and nearby areas as a community center. Adopt an appropriate zoning district for this area. This center should be planned and developed as a mixed-use center for the community. A major public plaza should be a part of this project. A pedestrian scale shopping area and mixed-density housing are appropriate in this area.
6. For all projects in this district, require master planning that anticipates and integrates adjacent housing neighborhoods with commercial development.

Buckley Road Corridor Area

Land Use Objective: The Buckley Road corridor should be anchored by a community center at its northern intersection with Bromley Lane. The remainder of the corridor should be a mixture of commercial, office, public, and residential uses. The intersection with I-76 portion of the corridor will be developed with highway interchange development. A critical prerequisite for development in this area will be the extension of sewer and water service. Nodes of development should be

created along the corridor rather than allowing continuous linear development. A major school/public land/open space system should break the corridor and provide open space relief. Trails and open space corridors should link the Buckley Road corridor with residential areas to the east and west. A major open space corridor should link this area to the Bromley Park Town Center development to the east.

Similar to the Bromley Lane corridor, this corridor is intended to include a major boulevard designed arterial. Non-residential development will be clustered in nodes that incorporate open space, storm water management, and outstanding urban design elements.

Policy 4.19: Annex the North End of This Planning Area Into the City

1. When a comprehensive proposal is presented to the City, work with property owners to pursue annexation of all County lands lying south of Bromley Lane and north of the current City boundary necessary and consider providing development transfers or other mechanisms that will maximize open space.

Policy 4.20: Adopt a Flexible Zoning District for the Corridor

1. Require clustering of business development. The entire length of Buckley Road should be zoned as an overlay zone that defines a maximum square footage of eventual development. Couple this with minimum clustering of square footage requirements, minimum tract size requirements and maximum road frontage standards. These features will require that business development occur in nodes along the road rather than in piecemeal linear strips. Commercial development will be based on a *first come/first served* zoning approach. As the allowed maximum square footage is consumed by early proposals, development in the remainder of the corridor will be of a lower intensity and primarily non-commercial. However, there would also be expiration dates on commercial designations (use it or lose it) to avoid speculative zoning attempts. Setbacks will also be deeper.
2. Ensure linkages and connections with Midlands residential area and the Bromley Park and 144th Avenue areas.
3. Plan for highway interchange-oriented development near the 136th Avenue interchange at I-76.

The 144th Avenue Area

Land Use Objective: This area should become a mixture of residential, office, commercial, light industrial, and interchange-oriented development with less intensive activities and open space/agriculture in the US85 area. A critical prerequisite for development in this area will be the extension of sewer and water service. No development will be allowed in this planning area without adequate public facilities in place or to be extended. This area is one likely place where

increased densities could be available by transfers of density from agricultural lands. Some areas, particularly along the south should be part of the transition to prime agricultural holdings.

Policy 4.21: Annex the North End of This Planning Area Into the City

1. Work with property owners to pursue an annexation of all County lands lying south of Bromley Lane and north of 144th as quality development proposals are brought forward.

Policy 4.22: Adopt a Zoning District for This Area.

1. Adopt zoning approaches similar to those described in Policies 4.16 and 4.17 with emphasis on development transfers and credits or similar techniques for maintaining open space.
2. Place special emphasis on design near the I-76 interchange. These interchanges will be gateways to the City and should accommodate typical interchange development in distinctive and community appropriate ways.

Policy 4.23: Provide Easy Access and Strong Connections to the Buckley Road and Bromley Park Town Center Area.

1. Ensure a development relationship within the 144th Avenue area to both the Buckley Road and the Bromley Park Town Center areas. Streets, trails and sidewalks should all allow easy access between these areas. Encourage employment oriented land use through design to connect to and relate to each of these commercial centers in order to provide a consumer base and to reduce auto trips out of the employment centers.

Midlands Area

Land Use Objective: The Midlands Planning Area is divided into two sub-areas. The first is called the Midlands Mixed-Density Area and is located just south of the Bromley Lane area and extends south to 144th Avenue. This area will be primarily a medium-density housing area but neighborhoods near the high intensity Bromley Lane and Buckley Road corridors may provide a mixture of housing densities.

The second sub-area is the Midlands Low-Density and Open Space District. It extends from

144th Avenue south to 136th Avenue and provides a transitional area between the open space areas to the west and the developed areas north of 144th and along the Buckley Road corridor. It will also provide a transition from the Regional Commerce Area on the south to the lakes area. The area has several existing County subdivisions to the northwest, southwest and east and future development must buffer and complement these existing neighborhoods. This sub-area shall include low and medium-density residential development with an emphasis placed on clustering homes adjacent to existing residential areas and protecting maximum amounts of open land. Land uses that contain agriculture and flood/storm water management open space uses such as small farms, horse facilities or golf courses will be encouraged. Zoning and planning flexibility will be directly linked to the amount of open space that can be set aside as part of the development process. Highest priority will be placed on open space that lends the entire community a more distinctive and rural character.

Policy 4.24: In the Midlands Mixed Density Residential Area, Provide a Variety of Neighborhood Environments

1. Replicate the character and feel of the Core City's neighborhoods in this area. Through design characteristics such as detached sidewalks, connect the neighborhoods of this area to the older neighborhoods of the City, in order to transfer the small town character of the original Brighton to this new area of the City.
2. Encourage a mixture of housing types, especially in areas adjoining *centers* and *corridors*.
3. Conform all neighborhoods to the new neighborhood development criteria defined in *Principle 7*.

Policy 4.25: In the Midlands Low-Density Residential & Open Space District, Preserve Low to Medium Densities, and Provide Residential Neighborhoods Designed to Work Within Major Open Space Settings Through Clustered Designs

1. For all new developments in this area, provide either a low-density transition area or an open space buffer between the project and existing County residential inholdings. Place an emphasis on a comprehensive transitional district that affords a buffer between urban and rural/agricultural areas.
2. Offer or closely associate all projects with open space recreation uses (e.g., golf courses, horse related activities or other open space oriented uses) that are compatible with residential areas.
3. Master plan the area to offer an extensive walking, riding, and cycling trail system.

4. Encourage clustering of homes with existing residential in this area.
5. Consider zoning incentives or other techniques to allow higher densities if significant additional open spaces are protected in conjunction with the availability of services.
6. Pay significant attention to the visual impact of developments on the Brighton landscape. Visually, do not degrade the open space character of the nearby areas targeted for open space protection in this area.
7. Consider creative mixed-use transitional areas adjacent to the regional commerce area to the south.

Agricultural Area

Land Use Objectives: The principle objectives in this area are the conservation of prime agricultural lands, protection of flood plains and directing urban development into other districts that are more efficiently served. This planning area is located primarily within County agriculture lands, but its future is critical to the character of Brighton and to the hope for continuation of farming in the community. Brighton, in conjunction with the County and other interested entities, will seek to protect as much of this area as possible using the variety of means described above under *Principle 3*. Annexation policy should consider the wishes of landowners and a cooperative planning program with the County that can ensure the protection of the area.

Policy 4.26: Maintain the Maximum Amount of Farmland In This Area

1. Direct a portion of sales tax revenues toward open space protection and purchases.
2. Create a program for commercial development to acquire increased densities where open space is contributed, purchased, or transferred.
3. Focus grant activities toward purchasing development rights and conservation easements for as much land as possible.

US85 Area

Land Use Objectives: The US85 corridor is an important landscape gateway for Brighton. Maintaining open space and farmlands in this corridor is the primary objective for the City. The majority of the land in this area is County agriculture land. As City sewer lines are extended south along Old Brighton Road, there will be pressure for properties within this area to connect to City services. Annexation and subsequent service provision should be limited. Annexation for the entire area should be approved only if it will increase the City's ability to guide limited development with maximum open space and farming protection.

Policy 4.27: Manage This Planning Area to Achieve Maximum Feasible Protection of Farmland Coupled With the Area's Open Space Objectives

1. Consider annexation, service provision, and associated development, depending on where the land is located in relationship to the Growth Sequence Map if projects meet several standards:
 - a) The proposed project does not hinder the continuation of farming along the corridor. Preference is given to projects that strengthen the local farm economy in some realistic manner.
 - b) The proposed project is designed in such a manner that it complements the surrounding farming landscape. Preference is given to building designs that enhance and reinforce the agricultural landscape.
 - c) The proposed project must have its maximum orientation toward the street that crosses US85 rather than along US85.
2. The corridor lying between US85 and the railroad should be kept open for farming. This will enhance the entranceway to the community as well as keep open the City's options for the location of potential future commuter rail facilities.

The 132nd/US85 Area

Land Use Objectives: South of E470, this area will be encouraged to accommodate major development in the form of an employment center. Regional retail, office parks or a variety of other high value uses will be encouraged. Annexation of the area should be pursued when sewer and water lines to support development are extended in conjunction with the South Adams County Water and Sanitation District agreement. The northern portion of this area is flood plain and prime farmland. Preservation and conservation should be emphasized.

Policy 4.28: Ensure That the 132nd/US85 Planning Area Contains a Major Employment and Business Center.

1. Require high standards for design at this site.
2. Pursue maximum sales and property tax revenues in the mix of development that occurs at this site.
3. Develop zoning for this site that will use the transfer of development rights or credits from the adjoining US85 corridor farmlands.

E-470 Development Area

Land Use Objectives: The E-470 planning area is intended to accommodate some of the most intense and regionally oriented development in Brighton. Initial development will occur within the South Adams County Water and Sanitation District areas south of 124th Avenue, but eventually, the City of Brighton will provide sewer and water service to the full area. The full range of potential business uses possible in such a location will be entertained by the City. The City will place preference on projects that bring higher value, tax revenue-producing projects. Housing is not an intended or encouraged use. The primary objective should be the creation of business and employment centers that have distinctive designs and enhance the economic and fiscal base of the City. All projects in this area will be required to maintain the Second and Third Creek Valley's flood plains open and free of development as well as to dedicate additional lands to ensure the environmental sustainability of the greenbelts. There is potential for a regional employment center within this planning area.

Policy 4.29: The E-470 Planning Area Should Accommodate a Range of High Intensity Employment Oriented Uses

1. Deny development proposals that do not provide adequate public facilities and services.
2. Entertain a wide range of high value economic uses. Those uses currently prohibited by the City will be prohibited in this area. Encourage developers to bring forward creative economic development projects.

In order to maintain open space, increase intensity of non-residential development opportunities or development transfer where flood plain or agriculture transition uses are proposed in order to maintain open space.

The 120th Avenue Area

Land Use Objectives: This area will be one of the first to begin development in the coming years. The presence of E470 and services from the South Adams County Water and Sanitation District will spark development. The emphasis in this area should be on business development. Initial goals will not encourage residential projects.

Policy 4.30: Support Well Designed Commercial, Office, and Light Industrial Development in the 120th Avenue Planning Area.

1. Explore annexation into the City of Brighton for this area.
2. Coordinate joint planning activities with Commerce City including a joint land use plan for the area.
3. Require clustered nodes of development. This area should not be developed as a commercial strip.

Barr Lake Dam Inundation Area

Land Use Objectives: As a potentially hazardous area for habitation in the case of a 100-year or other catastrophic event, development within the area should be limited to non-residential and/or non population-intensive uses. Land within this district is largely agricultural with interspersed wetlands; directly below the dam is a State Park Management Area, and to the northeast is an area zoned for rural residential (2 – 5 acres per unit) development. The emphasis in this area should be on open space, wildlife habitat or limited commercial uses (e.g., agriculture, golf courses and other types of outdoor recreation).

Policy 4.31: In order to mitigate potential safety issues related to people and property, manage this planning area to discourage the development of intensive residential, commercial or industrial development.

1. Permit traditional agricultural uses, including greenhouses, turf farms, riding stables, and the like. Traditional agricultural-type residential uses should be considered (e.g., one dwelling unit per 35 acres of land).
2. Limit intensive development by discouraging the installation of municipal utilities, with the exception of permitting a sewer line through the area in order to connect property to the south to future Beebe Draw facilities.
3. Provide for increased limited-duration use of Inundation Area lands by the public through the acquisition of open space/park land and encouragement of the development of such limited uses as golf courses, trails, and wildlife habitat lands.

Regional Commerce Area

Land Use Objectives: In order to take full advantage of opportunities to provide services for Brighton residents, as well as increase tax revenue from outside the community, provide specific land areas reserved for the development of regional commerce.

Policy 4.32: Land adjacent, or having straightforward access to, major arterials and state highways that is suitable for retail, service, and/or corporate office/research facilities, with limited and appropriate residential uses (which shall not be considered a Use-by-Right), and which draw revenue from the entire metropolitan area (i.e., northern Front Range), as well as outside the State of Colorado.

1. Reserve a specific area or areas which are conducive to the development of super-regional or regional centers (e.g., mall) occupying 100 acres or more, having four or more anchor stores, and containing more than one million square feet of gross leasable space.
2. Reserve a specific area or areas which are conducive to the development of an office park of sufficient scale and design so as to attract the corporate headquarters and/or research facilities of national and/or international corporations; specifically,

those involved in the development or production of current and future technologies.

Transportation

Principle 5: Brighton's Transportation System Should Minimize Environmental and Quality of Life Disturbances and Maximize Efficiency and Multi-Modal Opportunities (See Figure 7 - Transportation Map)

Policies

Policy 5.1: Minimize the Impacts of Traffic Congestion on Existing Neighborhoods

1. Evaluate the traffic operation, safety issues and visual quality at critical locations within the City including Bridge Street at 4th Avenue, Weld County Road 2 at Main Street, Weld County Road 2 at US85, Bridge Street at US85, Bridge Street at Main Street, Bromley Lane at US85 and Bromley Lane at 4th Avenue.
2. Improve the operation of existing traffic signals. Interact with CDOT staff regarding efficient operation of the existing traffic signals.
3. Develop buffer and other transitional design standards such as larger lot sizes and landscaped boulevards to minimize conflicts when arterial/collector streets are adjacent to existing residential areas.
4. Consider veering major street alignments where contiguous to existing rural development. Considerations will be based on road safety and impacts on capacity. New developments will need to accommodate the planned road system.

Policy 5.2: Maximize the Efficiency of Brighton's Road System

1. Update the City's Transportation Master Plan to bring it into conformance with this Plan.
2. Develop road improvement plans for all roads that will handle high levels of future traffic and which will require complex, sequential phasing of roadway improvements.
3. Use the major street and thoroughfare plan to guide location and design of future arterial streets and collectors.

Policy 5.3: Create Mechanisms to Fund the Major Road Construction Efforts That Will Support and Encourage Growth

1. Continue to require development to dedicate and construct on site roadways and

contribute to area impacts.

2. Consider the creation of special improvement districts to generate sufficient funds to pursue roadway improvements.
3. Aggressively pursue state, regional, and county highway funding for projects such as Bridge Street improvements, Weld County Road 2 improvements, and improvements at problem intersections.

Policy 5.4: Work at the State and Regional Level to Obtain Highway Funds for Critical Projects

1. Lobby for funds to construct an overpass at the US85/Bromley Lane intersection.
2. Lobby for funding to redesign and construct the Bridge Street and US85 interchange and frontage roads.
3. Lobby for the construction of a full interchange at I-76 and E470.
4. Lobby for and encourage the initial upgrading of Sable Boulevard from I-76 to 136th Avenue followed by upgrading north to Bromley Lane.

Policy 5.5: Seek to Decrease the Number of Automobile Trips Per Person and Per Job in Brighton as the Community Grows

1. Require mixed-use land uses and pedestrian system master planning for all projects in Brighton. Plan ways for commuters to walk or use other transportation modes for lunch and errands.
2. Encourage that relevant housing projects be designed to allow easy, non-automobile commuting to nearby employment centers. Specifically, provide walking and cycling paths.
3. Make allowances in local development plans for the eventual opening of small convenience shops within larger neighborhoods.

Policy 5.6: Plan for a Citywide Multi-Modal Road System

1. Design all roads with the needs of pedestrians and cyclists in mind. Plan for bike lanes, sidewalks, bike racks, crosswalks, and separated trail systems as a part of Brighton's streets.
2. Plan streets to accommodate future bus service. Include pull-offs and pickup locations at likely major stops in plans for roads of fewer than six (6) lanes.

3. Require each development center to plan for a multi-modal transit center at a strategic location (i.e., with arterial access).

Policy 5.7: Plan for Future Transit Opportunities

1. Coordinate with regional transit efforts.
2. Direct future high-density neighborhoods toward the major arterials of the community, which will place residents either close to a train or bus station or within an easy walk or bike to a local transit connector.
3. Require the construction of park-n-ride facilities at strategic locations based on RTD recommendations.
4. Maintain adequate land in all development projects that are near the rail line for the possibility of transit parking.
5. Maintain adequate land adjacent to US85 for future rail and commuter uses based on RTD and CDOT transit plans.
6. Plan in a manner that will support the potential eventual creation of a Brighton area shuttle system.

Policy 5.8: Require That Redevelopment of Existing Local Roads or Design of New Local Roads be Designed in Ways That Support Distinctive and Pleasing Neighborhoods

1. Amend and adopt local road standards that emphasize the ways in which the street can enhance local neighborhoods. Consideration should be given to clear standards regarding separated and non-parallel sidewalks, varied rights of way width and landscaping, street trees, street lighting, trails and other multi-modal transportation needs.
2. Give careful consideration to street width. Consider minimum street widths needed for local neighborhood streets.
3. Incorporate traffic calming measures into the design standards for residential areas such as street narrowing and traffic circles.

Policy 5.9: Pursue Improved Signing at the Edges of the City

1. Lobby CDOT for directional signing on I-76 to de-emphasize US85 as motorists depart Denver. Direct motorists to use I-76 and Sable Boulevard as these provide more pleasing entranceways into the City.

Key Techniques for Implementation

- ⇒ **Technique A: Update the City's Transportation Master Plan and Major Thoroughfare Plan.** Basic amendments should be made to the City's Transportation Master Plan and Thoroughfare Plan so as to provide the foundation for requests on the County Master Plan and the state transportation improvement plan. Define the types of road systems that shall be constructed in the future.
- ⇒ **Technique B: Road Improvement Plans.** The City will create and adopt a Bromley Lane improvement plan that will specify needed improvements to meet long-term needs. Following that effort, improvement plans will be created for the other major arterials that will be improved and reconstructed in coming years. These improvement plans shall be the standards to which these roads will be built.
- ⇒ **Technique C: Special Improvement Districts.** The City should consider the creation of one or more districts to provide a strong mechanism for the City to have control over future roadway design and construction as well as to stimulate development in areas desired by the City.
- ⇒ **Technique D: Multi-Modal.** The City will require multi-modal design in all projects. If possible, design will incorporate or connect with the existing and planned trail network.

Economic Development

Principle 6: Create an Economically-Balanced Community

Policies

Policy 6.1: Protect and Enhance the Economic Health of the Core City Downtown

1. **Adopt a clear and strong City policy that the Downtown should be the priority area for the investment of public community development funds.** As one looks toward the future, the majority of growth areas in Brighton will need strong City guidance to ensure high-quality development, but there will be little need for public investments to encourage growth. The Downtown is the one exception to this rule. The Downtown is fighting several negative trends -- the general decline of downtowns, a difficult traffic pattern, the presence of the railroad, and the emergence of new, more easily accessible commercial areas in the community. The Downtown will need assertive City assistance to overcome these obstacles. It will not be enough for the City to leave it to the private sector. The City must play a leadership role in the Downtown.
2. **Consider the Downtown as a civic and entertainment center for the community and work toward that general theme.** Provide incentives for uses that will support this concept such as a movie theater or restaurant.
3. **Understand market dynamics:** Acknowledge as the City works with the Downtown that private investment will be encouraged by greater population levels. The City's 1997 Market Analysis Study clearly demonstrated that the City's current population base is insufficient to attract most franchise, corporate retailers to the Downtown. While it may be that the community wishes to maintain a more homegrown character, the corporate retailers' siting criteria provides a good measure of whether the underlying economic conditions are sufficient to support healthy businesses. At this time, Downtown Brighton is well beneath corporate thresholds. As housing growth in the community proceeds, the potential consumer base for the downtown will grow and the area will be more and more inviting for private investment, and would benefit from the creation of a redevelopment authority to assist in development activities.
4. **Place City Buildings in the Downtown:** Part of an assertive community development policy for the City will be the placement of City buildings in the Downtown to encourage investment and reinvestment. There will be pressure to move City facilities out of the Downtown in the years ahead. Many City buildings are too small or outdated. Development on raw land is always less costly and less troublesome than redevelopment. Do not use a pure cost equation to evaluate this decision. A part of the City's policy may be the investment of more dollars into these projects with the result being the revitalization of the Downtown. Pulling civic uses from the Downtown will be a serious economic and public image blow to the

Downtown.

5. **Refer to and update previous plans:** Use the 1981 Downtown Development Plan and the Commercial Development Plan of 1987 as guiding documents for Downtown redevelopment. Finally, update these plans by meshing them with the findings from the 1997 Market Study.
6. **Create economic development tools and financial resources.** Create a tax increment, special or general improvement district for the Downtown and Bridge Street areas in order to raise enough funds to pursue significant projects.

Policy 6.2: Plan For and Support City-Enhancing New Commercial Centers

One of the important ways that Brighton will maintain its distinctiveness will be through the creation of strong community centers and the avoidance of undefined, long linear commercial areas. Create strong places for people to go and relate yet provide distinct and innovative transitions between commercial and residential uses.

1. **Set High Standards:** Brighton is going to grow. With growth will come the need for more commercial services and goods. Set a standard for high-quality commercial development that integrates open space, pedestrian, cycling, housing and civic needs. Brighton should set very high standards for landscaping, integrated storm water management and landscaping, open space, and commercial site design. Accommodate cars, but do so in a way that places the pedestrian environment as the priority. Require innovative building design. Do not accept *off the shelf* site and building designs.
2. **Bromley Park Center:** As Bromley Park grows, it will create a commercial center south of the Justice Center. Hold the developer to plans for a pedestrian-oriented, quality commercial area.
3. **Buckley Road/Bromley Lane Center:** Target this area as a community center complete with a major public plaza and civic center. Orient this area toward the creation of a community center with the character and benefits of such areas.
4. **Bromley Lane/4th Avenue Center:** Current development trends suggest that there will be more development pressure in this area. The City should adopt a policy of viewing this area from 4th Avenue to the Bromley Lane Business Center as a new community center. Landscaping, public open space, pedestrian systems and techniques to transform the area into a place with an identity should all be explored. Prepare a special area plan for this emerging center.
5. **Sable/Potomac/120th Avenue Center:** As E470 and Commerce City develop and as 120th Avenue is improved, this intersection area will hold promise as an employment center. Encourage developers to think creatively of the potential for this area to include a mix of manufacturing, office, and commercial uses.

Policy 6.3: Carefully Manage Community Wide Impacts and Opportunities in Commercial and Transportation Corridors

1. **Bridge Street:** Assist the commercial corridor to improve its appearance, value of investment, pedestrian systems, and traffic management systems. This corridor needs appearance and pedestrian improvements. As Bromley Lane develops, there may be business migration out of Bridge Street. Adopt a long-term stance of helping this corridor find a niche distinctive from other commercial areas in the City. Avoid individual curb cuts for each lot through zoning or subdivision design standards.
2. **US85:** Work to improve the appearance of businesses along the US85 corridor. Adopt zoning amendments to require improved site planning. Enforce all regulations regarding site maintenance. Link sewer extensions to such improvements. Hold new commercial development along US85 to existing nodes with the exception of an effort to annex land for industrial development to the north of the City up to Weld County Road 4.
3. **Bromley Lane:** This will be the next emerging corridor in Brighton. The entire road must be reconstructed and a plan prepared to guide that reconstruction. The theme for this road should be that of a boulevard or parkway. Development should occur in nodes along Bromley Lane with the spaces between the commercial nodes used for mixed density residential development and open space.
4. **I-76:** This corridor will provide the “21st century” entrance to the community. In coming years, the majority of Brighton’s new development and thus the development that will be attracting business and residential investors will occur within or near this corridor. The County Justice Center’s location will enhance this effect. I-76 will become a major gateway into the community and the image it portrays will impact the image of Brighton. Manage all development within the view shed of I-76 with special care. Maintain as large an open space buffer along I-76 as possible to enhance the impression of being away from Denver and in a different, more rural place.
5. **120th Avenue:** This tax base-sharing corridor will provide substantial revenue to the City over time. Encourage through zoning that quality development is distinctive and economically viable for the long term. Avoid short term, first-come investment concepts that will damage the ability of the corridor to hold high value business investment. Set high landscaping standards and encourage substantial rather than low-cost building designs.
6. **Buckley Road:** Buckley Road will become a major north-south arterial in the coming decades. Guide development into mixed-use nodes -- office, retail, research and development, travel services -- with a minimum of linear strip development.

Policy 6.4: Expand the Base of Traditional Industrial Firms

1. **Land and Services for Industry:** Expand the inventory of available, serviced industrial land by annexing and serving land to the north of the City along the US85 corridor to the Weld County Road 4 line. Extend sewer service south of Bromley Lane along the railroad tracks to 148th Avenue to encourage industrial expansion south of existing industrial development in that area.
2. **Retention:** Continue to support the Brighton Economic Development office and its efforts to communicate with and support existing industry.
3. **Attraction:** Continue to support the Brighton Economic Development office and its efforts to attract new industry, especially efforts to participate in regional industrial marketing campaigns. Ensure that the City is prepared to offer professional, timely welcomes and tours to interested business investors.

Policy 6.5: Encourage the Creation of Strong Employment Centers Which Generate Jobs, Present a Positive Image, Generate Positive Fiscal Impacts, and Demonstrate Long Term Sustainability

1. **Encourage a Variety of Centers:** Brighton has ample land to encourage a variety of different types of employment centers. Office and research and development parks, light manufacturing, truck/travel service centers, well designed warehousing, regional retail centers, discount retail, and airport related developments - as well as other projects - could all fit within and enhance Brighton. The bottom line standards should be job generation, positive fiscal impacts to the City, long-term economic sustainability, positive image impacts for the City, quality appearance and conformance with Plan policies. Brighton's employment centers will be as follows:
 - **Bromley Park/I-76 Corridor**
 - **144th Avenue Area**
 - **Buckley Road Area**
 - **E470 Corridor**

Residential Neighborhoods

Principle 7: Promote Neighborhoods That Have Distinctiveness and Character Policies

Policy 7.1: Maintain Inviting and Safe Street Environments

1. As in the Core City neighborhoods of Brighton, consider separated sidewalks, ample tree plantings, and appropriate street scaling in new neighborhoods. Our older neighborhoods provide good models for how streetscapes can encourage people to walk and interact.
2. Carefully consider the use of grid street patterns such as those found in the Core City and which are increasingly popular in neo-traditional development projects. While grids are not preferred in all cases, the benefits of grid systems (e.g., alleys, utilities in alleys, rhythm of street pattern and lot development, and garages behind the house) should be incorporated into non-grid street layouts.

Policy 7.2: Create Inviting Streetscapes

1. Ensure that all new or redeveloped streets conform to City street standards. City street standards should have provisions that allow for varied street widths, neckdowns, varied pavement surfaces in order to slow speeds, roundabouts, and other neighborhood scaled street features that increase pedestrian safety, decrease car speeds and make a more pleasing and interesting physical environment.
2. Clearly define standards for street tree and tree strip planting. Recommend drought tolerant species of trees, shrubs, perennials, and grasses and prohibit non-native or non-appropriate species. Place strong requirements for developer maintenance and replacement of all street trees in construction and planning regulations.

Policy 7.3: Adopt a Pedestrian Orientation in Neighborhoods

1. Include sidewalks and walking/cycling trails in medium and high-density developments that may also be included in other residential projects. Sidewalks shall be continuous and lead to important places near the neighborhoods. Scale sidewalks to allow comfortable passage of two or more persons side by side. Adopt clear standards to clarify and enforce these concepts.
2. Integrate spaces that are woven into the neighborhood for people to walk and rest. Provide benches, small parks and natural areas, and neighborhood parks for a more interesting physical environment.

Policy 7.4: Encourage the Enhancement of and Reinvestment in Existing Neighborhoods

1. Prepare a residential reinvestment strategy during the next five years. This strategy should assess Brighton's neighborhoods and identify problems that can be solved through either public sector attention (e.g., street conditions, sewer and water problems, street lighting, etc.) or private sector reinvestment.
2. If neighborhoods are found that will require substantial public and/or private investment, investigate the creation of special funding and regulatory incentive strategies (e.g., special taxation districts or the creation of a low to moderate housing rehabilitation loan program).
3. Pay special attention to the neighborhoods adjoining commercial and industrial areas. Assess the likelihood of future growth to erode the quality of these neighborhoods. New development adjacent to these neighborhoods will have responsibility for providing harmonious transition.
4. Develop buffer or other transitional design standards, such as large lots or open space, to minimize conflicts in new developments when they are adjacent to existing low-density residential developments. New development will have the responsibility of providing the transition.
5. Focus initial efforts on how residential uses can be reintroduced into the Downtown as a way to reuse vacant space and strengthen the 24-hour consumer base in the Downtown.
6. From a budget perspective, ensure that as future growth proceeds, adequate funds are set aside in the General Fund to continually reinvest in established neighborhoods. Do not let new neighborhoods use resources to a degree that existing neighborhoods suffer.

Policy 7.5: Build Homes and Create Sites that Relate to and Enhance the Street.

1. Ensure setbacks of homes in new neighborhoods are in proportion to street width.
2. Encourage front porches or similar architectural features that provide a welcoming appearance to the street.
3. Vary house styles to avoid monotony. Discourage protruding garages (i.e., garages that are closer to the street and more evident than the front door of the house), uniform roofing material, and limited exterior color/materials.
4. Integrate neighborhoods as a part of Brighton, not separated from the rest of Brighton. Avoid sending visual messages of separateness with gateways, fences, landscaping, and building orientation. For example, prohibit fences that create

canyon-like streetscapes or which create compounds.

Policy 7.6: Create Usable, Accessible and Inviting Open Spaces in Neighborhoods.

1. Devote 5 - 7% of new development to accessible park, green space, and open space use.
2. Design all neighborhoods to include parks and usable open spaces. The test for “usability” is whether the location and topography are suitable for all ages to walk and enjoy the majority of the area and should be easily accessible and free from any obstacles such as railroads, major roads, or irrigation ditches. Public parks should be oriented to the front of homes, not trapped behind them.
3. Encourage residents to get outside, interact with one another and to interact with the neighbors by neighborhood parks and open spaces. Aside from the social and physical benefits from this type of lifestyle, public safety is improved as more residents are active within their neighborhoods.

Policy 7.7: Encourage Projects that Enhance the Diversity of Housing Types and Costs

1. Encourage all housing developments to consider, in the design stage, a variety of housing sizes and types, including apartments and condominiums. Amend City zoning to allow such housing options.
2. Encourage upper income housing developments.
3. Brighton encourages the construction of neighborhoods with a diversity of housing sizes, costs, and designs, including apartments and condominiums.

Key Techniques for Implementation

- ⇒ **Technique A:** Consistently apply the Residential Design Standards, PUD Regulations and Pacing Regulations to residential development in order to more effectively attain high-quality residential development complementary to, and supportive of, the character of the community.

⇒ Urban Design

Principle 8: Place a High Priority on Good Design

Policies

Policy 8.1: Create and Adopt City-Wide Design Guidelines That Reflect Core Community Values While Based in Reasonable Economic Development Principles

1. Ensure high-quality design through promoting clear community design standards. Ensure design responds to surrounding developments in a positive way and accommodates long range City plans.
2. Encourage innovative and creative design as a means to not only address aesthetics but also as a means to solve environmental, transportation, recreation, and all other relevant potential challenges.

Policy 8.2: Public and Private Actions In the Downtown Shall Promote and Provide Well Designed Spaces, Structures, Facilities, and Appurtenances

1. Ensure projects in the Downtown create and enhance well-defined public spaces (e.g., parks, pocket parks, plazas, etc.). Design spaces to provide rest, shade, interest, social interaction, recreation, and a place separated from the traffic of the Downtown.
2. Ensure that buildings and other structures in the Downtown seek to build upon and enhance the historic qualities of the area. Incorporate new buildings within the existing character and strengthen the feeling of Downtown Brighton as a historic center. Structures should be in scale with adjacent buildings, from an appropriate era and/or use compatible materials.
3. For the purpose of this section, facilities and appurtenances are defined as the other built elements that one finds in a Downtown. This includes, but is not limited to, fixed signs, utility poles and structures, phone booths, news kiosks, mailboxes, parking meters, street lights, fixed railroad equipment, and other elements smaller than buildings. Give thought to each of these types of elements as to whether the best styles and designs have been chosen. Placement of these elements should support rather than hinder or diminish other policies in this Plan.
4. Design traffic and street planning to relieve congestion and promote efficient traffic flows, but encourage a more appealing and functional pedestrian environment.
5. Inventory the historic resources of the Downtown. Use the results of this inventory to promote concepts for how new structures can relate to historic themes in the Downtown.

6. Integrate the railroad into the Downtown and make it an asset.
7. Define well-designed edges to the Downtown through future public and private investment. Areas along US85, at the gateways to the downtown and at the interfaces with neighborhoods, should be distinctive and providing pleasing transition areas.
8. Explore funding mechanisms that will provide adequate and sustainable resources to implement design improvements in the Downtown. These mechanisms may include both private sector models and public funding options.

Policy 8.3: Promote and Provide Well Designed Spaces, Structures, Facilities and Appearances Through Public and Private Actions In New Centers

1. Create and enhance well-defined public spaces (e.g., parks, pocket parks, plazas, etc.) in new Centers. Design spaces to provide rest, shade, interest, social interaction, recreation and a place separated from the traffic of the center.
2. Prepare a master plan for all new centers that should seek out a design concept that supports this Plan's goals for small town character, distinctiveness, and historic continuity.
3. If built by one developer, the master plan for the center must be prepared by the developer. If one or more owners/developers are involved, private sector contributions should be aggregated to fund the preparation of such a master plan. The design concept for the center should provide flexibility for innovation, but it should also be sufficiently constrained to ensure long-term consistency in design. Emerging centers that contain existing development should be the first priority for the preparation of a center master plan.
4. Conform new buildings and other structures in the center to the concepts and requirements of the master plan.
5. Address facilities and appurtenances in the center master plan to conform to the master plan.
6. Pay special attention in the center master plan to street and streetscape design. All public and private street investments shall conform to the master plan.
7. Consider the creation of funding strategies that provide long term and sustainable financial resources to the center so that there is consistent maintenance and enhancement of the center's appearance.

8.4: Promote and Provide Well Designed Spaces, Structures, Facilities and Appearances Through Public and Private Actions In Commercial Areas

1. Prepare detailed area development plans for existing commercial areas in need of reinvestment. Design should be a major component of these plans. Issues to be addressed include street width, curbing, sidewalks, separation of sidewalks, street trees, edge of lot landscaping, fencing, signs, parking, access, drainage, and facades. These plans should define strategies to make all commercial areas visually appealing, pedestrian oriented, auto friendly, and economically competitive.
2. Conform public investments in streets and fixtures within the public right of way to the area development plan.
3. Ensure that pedestrian systems are present, usable and appealing in all commercial areas. They should conform to the area development plan and promote connectivity of trails, open space, and parks.
4. Devise clear and consistent edge-of-street treatments in the area development plans in both public and private actions.

Policy 8.5: Design Industrial Areas, Office Parks and Similar Larger Scale Projects to Create and Present a Positive Image of the City

1. Buffer traditional manufacturing and similar industrial uses from adjoining uses. At highly visible areas or edges of the property, use fencing and/or vegetative buffering to screen equipment and other outdoor storage. Define access points by curbing and landscaping. Pedestrian systems will typically be less important in these areas than in commercial districts.
2. Design office parks to fit within their surrounding landscape and to be oriented toward creating a positive image of the City. Along interstate corridors, ensure setbacks that are at least 500 to 1000 feet from the interstate in order to maintain a feeling of spaciousness for interstate travelers. Protect important long views through careful building siting and scaling, including pedestrian systems as part of these projects. Provide trails and other linkages between the office facility and nearby residential or commercial areas.

Policy 8.6: Design the Streets of Brighton So That They Provide Not Only a Means for Efficient Transportation, but Also Play Their Role as the Most Common Public Spaces From Which People View the City and the Spaces That Provide One's First Interface With the Community

1. Revise the street standards and adopt new standards that reflect a greater diversity of street types and designs that can be used more specifically in the environments

described in this Plan.

Policy 8.7: The Rural Landscape In and Around Brighton Is Critical To the City's Distinctiveness and Character. Manage This Landscape In a Manner That Protects and Enhances Rural Character

1. Encourage agriculture and its accessory uses and structures.
2. Attempt to make buildings secondary to the rural landscape for all other development in County lands or City areas targeted for rural development. Predominant physical features in the landscape should dominate over development rather than the converse.
3. Coordinate with the County and adjacent communities to achieve a buffer of open space between communities. Consistent with the DRCOG Vision 2020 Plan, seek alternatives to rural sprawl such as county to city development transfers or other techniques to maintain the rural landscape.

Policy 8.8: Pursue High Quality Design In Recreation Facilities and Open Lands, Receiving the Same Emphasis on High-Quality Design as All Other Parts of the City

1. Ensure that recreation structures reflect small town character and distinct goals.
2. Use park designers to carry out park design, not civil engineers with no or little design training.
3. Seek to incorporate open space and waterways in the City landscape through public and private actions.

Key Techniques for Implementation

- ⇒ **Technique A:** Consistently apply the Residential Design Standards, PUD Regulations and Pacing Regulations in order to more effectively attain high quality urban design and development complementary to, and supportive of, the character of the community.

Natural Environment

Principle 9: Protect and Conserve the Natural Environment for the Needs of Residents Who Will Live in Brighton in 100 Years

Policies

Policy 9.1: Protect and Enhance Water Resources Through Public and Private Actions

1. Protect groundwater supplies and groundwater quality through a variety of means including the following:
 - Develop a water resource master plan that will define the City's short and long term water resources strategies to both protect water quality and address issues of augmentation, sustainable quantities from local sources, affordable and feasible non-local sources, and the full range of measures that the City must adopt to ensure compliance with contractual and legislative water use and water rights issues.
 - Work cooperatively with county, regional, metropolitan, state and federal agencies, and metropolitan districts on inter-jurisdictional efforts to protect water quality.
2. Protect tributaries to the South Platte River and their associated flood plains in order to maintain high water quality flowing into the river and minimize flood hazards.
3. Work cooperatively with Barr Lake State Park and with the Farmers Irrigation Company to ensure the long-term water quality in Barr Lake and its tributaries.
4. Focus all ditches in Brighton for special attention and action in order to maintain high water quality levels and to integrate the ditches within the community so that they serve dual roles as water conveyors and open space corridors.
5. Seek to minimize the use of water, maximize the multiple uses of given volumes of water and return maximum amounts of water to surface and groundwater supplies for all public and private projects. A non-potable system shall be developed for irrigation of public and private facilities where safe and feasible.
6. Minimize irrigation water use whenever possible. Maximum efforts shall be made to focus the use of irrigation water on the parts of developments that are most enhanced by irrigation and provide the highest impact on quality of life. Make equally strong efforts to find creative design solutions that minimize the need for irrigation water in other areas.

Policy 9.2: Protect and Enhance Habitats and Ecosystems Public and Private Actions

1. Maintain a system of open space corridors, and where necessary, enhance along the Second and Third Creek watersheds. This system will protect ecosystems and habitats, provide migration corridors for wildlife, and provide public open space.
2. Maintain the South Platte River watershed, including the watershed and wildlife corridors, and where necessary, enhance to protect ecosystems and habitats and to provide public open space.
3. Protect and enhance Barr Lake and the buffer zone defined around the lake by Colorado State Parks.
4. Recognize smaller water bodies within Brighton for their contribution to the overall ecosystem of the planning area and protect accordingly.
5. Evaluate and protect prairie ecosystems within the City accordingly.

Policy 9.3: Protect and Enhance the Drainage and Flood Control Capacity of Waterways Through Public and Private Actions

1. Work with the Urban Drainage and Flood Control District to refine its plan for Brighton in a manner that supports the Brighton Comprehensive Plan.
2. Update the City's Storm Water Master Plan to bring it into compliance with this Plan.
3. Prohibit the placement of structures within designated floodways and flood plains.
4. Encourage compatible uses in drainage corridors.
5. Use a variety of means to fund storm water management projects including private sector participation.

Policy 9.4: Protect and Enhance Air Quality Through Public and Private Actions

1. Pursue and adopt design approaches that minimize the number of vehicle trips associated with the development for all new developments.
2. Ensure that all projects seek to enhance the efforts of regional air quality management plans.
3. Promote opportunities for public transit.

Policy 9.5: Maintain and Enhance Large Areas of Open Land Through Public and Private Actions

1. Seek to create primary and secondary open space systems. The primary system will consist of the Barr Lake area, the South Platte River corridor, the Second and Third Creek greenway corridor, and a low-density buffer to the north of the City in Weld County. The secondary system will consist of parks, open spaces, trails, and other open lands that connect and link the primary system and provide open space resources within developed portions of the City.
2. Seek to gain financial and other support for the creation, protection, and maintenance of open space areas from a variety of sources including private sector participation and aggressive grant writing.
3. Ensure that all new developments provide adequate dedications of open space that are roughly proportional to the need created by the development relative to the primary and secondary open space systems.
4. Since areas designated in primary open space systems provide open space value to the entire City and region, consider them as being eligible for support from the City and region. Since areas designated within the secondary open space system primarily, but not exclusively, provide open space value to nearby residents and those within the service area of the open space (e.g., trail corridors may have a broader service area than a local park), target support for secondary open space systems at projects and residents in a more defined local area.
5. Adopt cluster provisions within City zoning that allows for the protection of open areas near residential developments.
6. Consider increasing the amount of land required to be set-aside in dedication in the lower density residential areas defined in this plan. Create zones that provide transition from low density County areas to higher density City areas.
7. Place a special emphasis on the protection of farmland within Brighton. Target the Greenbelt District as the primary area for this attention, but other farmlands deemed valuable to the agricultural economy and/or quality of life in Brighton may be protected as well. Work closely with the farming community to define appropriate public sector actions that will best advance the goals of maintaining an active farming sector and maintaining open spaces.

Policy 9.6: Maintain an Exceptional Recreational System

1. Continue and strengthen the parks and recreation programs as these are clear quality of life enhancements that make the City appealing to both new residents

and new businesses.

2. Maintain and enhance the opportunities at all community and school recreation facilities and their programs.
3. Expand the City park system following a Parks and Recreation Plan that is in conformance with this Plan.
4. Integrate a variety of park and recreational resources within the broader primary and secondary open space system.

Development Impact Equity

Principle 10: Development will “pay for itself”

Policies

Policy 10.1: Encourage Private Investments Which Result in the Highest and Best Use for Brighton Through Public Infrastructure Investments

1. Ensure that the expansion of City services, or services provided by other jurisdictions, are orderly, planned, and in compliance with this Plan.
2. Ensure that new development provides the necessary funding to expand service and infrastructure capacity necessary to serve that particular new development and its share of regional impacts.
3. Continue to require that developments pay impact fees as one mechanism to offset the costs of development.
4. Adopt an Adequate Capital Facilities Ordinance or similar mechanism for controlling where and when development may occur given the ability of City services and facilities to accommodate such growth.
5. Deny development that does not have adequate capital facilities to both support proposed growth and to integrate its infrastructure within future growth projects.
6. Support efforts to create additional financial or regulatory mechanisms to pay for and guide growth.

Policy 10.2: Plan for Future Capital Facility Needs and Challenges

1. Prepare a Capital Improvement Plan that is in compliance with this Plan.
2. Update the Water Master Plan to be in compliance with this Plan.
3. Update the Sewer Master Plan to be in compliance with this Plan.
4. Update the Parks and Open Space Master Plan to be in compliance with this Plan.
5. Prepare a Storm Water Master Plan to be in compliance with this Plan.
6. Adopt a Capital Facilities Ordinance or similar mechanism for controlling where and when development may occur given the ability of City services and facilities to accommodate such growth. Also, consider ability to serve and impacts on County and school district.

Policy 10.3: Use Infrastructure Investments to Encourage Growth in Desired areas and Discourage Growth in Areas Not Targeted for Growth

1. Make infrastructure expansion and investment decisions using the Urban Growth Area framework (i.e., areas A, B and County lands) described in Principle 2.
2. Give priority to expansions of services and facilities to Urban Growth Area A over expansions toward Urban Growth Area B.
3. Require that the burden of proof of adequate capital facilities be with the applicant and not the City for expansions of services to Urban Growth Area B.
4. Explicitly avoid service and facility expansions toward areas lying outside Growth Areas A and B.

Policy 10.4: Follow Criteria in Decisions on the Locations for New and/or Expanded City Structures and Investments. These Criteria Include the Following:

1. Whenever feasible, give priority to the placement of City offices within the Downtown Brighton area so that this area will continue to hold its position as the government center of the community. Strongly consider this decision though it may at times be more costly than the location of such facilities outside of the Downtown.
2. Whenever feasible, use the construction or rehabilitation of City offices as a tool to encourage positive economic change in the impact area near the new facility as well as to meet other comprehensive planning objectives.
3. In cases where the City is considering the construction of secondary facilities that are already present in the Downtown, conceive and design the new facility in a way that it will help to create a center. Whenever possible, locate the new facility within an area designated as a center in this Plan.
4. Place City structures that do not involve direct day-to-day interaction with the public in locations outside the Downtown, but wherever feasible, seek to advance other comprehensive planning objectives by the siting of these facilities.
5. Along with high levels of efficiency and cost effectiveness, ensure that high quality aesthetic design is a strong factor in the construction of new facilities. Consider ways in which the design of new structures by all public agencies can enhance the visual landscape and help to define the image of the community. Designs that support the vision and principles of this Plan are preferred.

Policy 10.5: Seek to Balance the Objectives of High Levels of Efficiency and Maximum Cost Effectiveness in the Performance of Public Facilities and Services

1. Upcoming needs for new facilities include new or expanded City administrative offices, new or expanded police station, an expansion to the wastewater treatment plan and extensions of its collection service area, and upgrades to the water treatment plant as well as improvements in storage, pressure, and an expansion of the distribution system. Accomplish each of these projects within the life of this Plan and, as such, begin planning. All projects must seek to comply with the criteria defined in Policy 10.5.
2. Periodically test customer satisfaction with City services; develop performance goals from such testing and measure progress toward meeting the goals.

Policy 10.6: Ensure That All Public and Private Projects Seek to Strengthen the Cultural Quality of Life in the City and Region.

1. Work with county and state organizations on the South Platte River Heritage Plan.
2. Work with local and regional organizations to create stronger cultural institutions and facilities in the City such as an arts or cultural center.
3. Perform a historic resources inventory and then pursue efforts to obtain funding to protect threatened resources.
4. Ensure that all new developments consider - and when feasible contribute to - the cultural life of Brighton through the provision of spaces that facilitate cultural activities or through the placement of public art or other design features that add to the City's distinctiveness.

Recreation and Tourism

Principle 11: Provide a broad spectrum of recreational and cultural activities and programs that meet the needs of the community and its visitors

Policies

Policy 11.1: The City of Brighton will ensure that diverse, coordinated recreational activities are provided for all residents throughout the year.

Policy 11.2: The South Platte River shall be considered a potential recreational area, and the City shall work in concert with members of the community and other organizations to effectively develop its potential as a recreational resource for the community.

Policy 11.3: The attraction of multi-cultural arts and entertainment shall be encouraged and supported.

Policy 11.4: The continued addition of parks, open space, trails, multi-use sports facilities, and other recreational amenities shall be pursued in conjunction with new residential, commercial, and industrial development.

Policy 11.5: Taking advantage of its proximity to Denver International Airport, the development of a conference center and related facilities shall be encouraged.

Section Three: Plan Maintenance and Plan Amendments

Annual Review of the Plan

A relevant, up-to-date plan is crucial to on-going planning success. To maintain both public and private sector confidence, periodic review should be undertaken. This annual review would evaluate the effectiveness of planning activities and, most importantly, make mid-plan corrections on the use of City resources - the plan must be current.

After adoption of the comprehensive plan, opportunities should be provided to identify changes in conditions that would impact elements or policies of the plan. Each year a report should be prepared by the Planning Commission which provides information and recommendations on 1) whether the plan is current in respect to population and economic changes; 2) whether the recommended policies are still valid for the City and its long term growth; 3) general statistical changes in community characteristics (e.g. school enrollment, employment, assessed valuation, crime, etc.); and, 4) progress made on the implementation of the plan such as key capital improvement projects or other development related activity.

The Planning Commission should hold a public hearing on this report in order to:

1. Provide citizens or developers an opportunity to present possible changes to the plan;
2. Identify any changes in the status of projects called for in the plan; and,
3. Bring forth any issues, or identify any changes in conditions that may impact the validity of the plan.

If the Commission finds that major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes. This process may lead to identification of amendments to the plan that would be processed as per the procedures in the next section.

Plan Amendment Procedures

Annual Review

It is anticipated that each year, during the annual plan review, individuals and groups may come forward with proposals to amend the plan. The policy of this plan calls for such proposals to be compiled and reviewed once a year. By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals. All proposals can be reviewed for their net impact on the comprehensive plan.

City Staff shall compile a list of proposed amendments received during a year, prepare a report providing pertinent information on each proposal, and recommend action on the proposed amendments. The Comprehensive Plan amendment process should adhere to the adoption process specified by Colorado law and should provide for organized participation and involvement of interested citizens.

Unforeseen Opportunities

If major new, innovative development opportunities arise which impact several elements of the plan and which are determined to be of importance, a plan amendment may be proposed and considered separate from the annual review of other proposed plan amendments. These “unforeseen opportunities” should represent major steps in achieving overall plan objectives, although some issues may need to be amended. The amendment criteria listed below can help the Planning Commission and Council determine the value of proposed opportunities.

Methods for Evaluating Development Proposals

Interpretation of the plan should not be based on a series of excerpted analyses. The interpretation of the plan should be composed of a continuous and related series of analyses, with references to the goals and policies, the overall land use plan, and specific land use policies. Moreover, when considering specific proposed developments, interpretation of the plan should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the plan, serious consideration should be given to making modifications to the proposal or the following criteria should be used to determine if a Comprehensive Plan amendment would be justified:

Comprehensive Plan Amendment Criteria

- Affect on the adjacent neighborhood
- Zoning and uses on nearby properties
- Suitability of the property for the uses allowed under the current zoning designation
- Type and extent of positive or detrimental impact on adjacent properties, or the community at large, if the request is approved
- Impact of the proposal on public utilities and facilities
- Length of time that the subject and adjacent properties have been utilized for their current uses
- Benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved

- Comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies
- Consideration of professional staff recommendations
- Improvement or support of quality of life issues

Plan Update

The next Comprehensive Plan update should be initiated after the current plan has been in use for five years. The update process could include forecasts to a new target year, analysis of alternate land use plans, and possible evaluation of alternate formats for the plan. The annual review of the plan, specified above, will accommodate any necessary revisions to the plan that may arise during the years prior to the next update.

Section Four: Citywide Growth

Expectations in Three Phases

The Brighton Comprehensive Plan will be implemented through a series of policies and actions that will be sequenced through three implementation phases:

⇒ Phase One: Urban Service Area A

There will be a five-year timeline for Phase One during which important tools for overall implementation will be put in place and the City will begin the process of requiring that all development be in compliance with the Brighton Comprehensive Plan.

Phase One assumes that major developments within the City will reach approximately the following points in their growth or implementation:

- Bromley Park project will have sold several neighborhoods and the developer will be starting the Bromley Park Town Center
- Bromley Lane will have begun to be developed according to this Plan
- Roadway improvements and reconstruction of Bromley Lane will have begun
- 120th Avenue corridor will be under development
- Completion of Sable Road/I-76 interchange and Sable realignment
- Completion of E470 through Brighton to US85
- First step public investments in the Core City Downtown will occur to lay the groundwork for later revitalization
- Brighton will have begun an open space protection program that will protect economically viable areas for farming and sought to protect at least 100 acres of open space and/or farmland during Phase One

Key implementation steps to be taken during Phase One will be the following:

- Development code amendments to bring zoning into compliance with the Comprehensive Plan (potential grant to pay for regional and local zoning work)
- Consideration given to the establishment of a small fund of City money (matched with grant or other incentive funds) to purchase development rights on prime farmlands

- Consideration given to an expansion/modification of the City's current impact fee system to include a method for development/financial incentives to be given in exchange for development rights/credits
- Creation of a Water Master Plan
- Updating of the Sewer Master Plan
- Updating of the Citywide Parks Plan
- Completion of the Storm water Management Plan and initial implementation
- Creation of a Bromley Lane Improvement Plan
- Opening of E470 to Brighton
- Cooperative work with Adams County and Commerce City and subsequent adoption of Plan amendments that provide for an integrated regional planning effort between the City and County
- Consideration of an adequate public facilities ordinance
- Completion of a historic resource inventory in the Core City of Brighton
- Consideration of strategic infrastructure investments to guide development sequencing such as northward extension of the sewer system along US85 into Weld County to encourage industrial development and initial extensions of sewer service into the Midlands and Buckley Road corridor to support development

Development will be encouraged and subsequently required to follow the Citywide development phasing program described in this Plan.

At the end of Phase One, the Comprehensive Plan will go through a policy amendment process.

⇒ **Phase Two: Urban Service Area B**

Phase Two will be a ten-year period during which all major programs will be used to implement the Comprehensive Plan.

Key objectives for Phase Two include the following:

- Bromley Park continues to develop
- Initial tenancy in the Bromley Park Town Center
- Extension of sewer lines northward along US85 to serve and renovate industrial properties in the corridor
- Construction of sewer lines down Buckley Road and initiation of development within that corridor
- Construction of sewer lines down Old Brighton Road with connections made to the E470 corridor and South Adams County Water and Wastewater System
- Completion of the Bromley Lane road improvement plan

- Protection of at least 500 acres of open space and/or farmland within the greenbelt district
- Residential projects in the Midlands will be underway
- Northward expansion of the E470 development process between 120th Avenue and 128th Avenue as well as infill development in the areas just south of 120th Avenue near the Sable Boulevard/I-76 interchange
- Reinvestment by both the public and private sectors in the core City Downtown with the result being an active and vibrant pedestrian-friendly and historic commercial area

Key implementation tools and techniques to be used during Phase Two will include:

- Use of sales tax recreation revenues, open space grants, development incentives and zoning to purchase land and development rights, create recreational opportunities and to protect farmlands
- Use of recreation and open space sales tax revenues to develop parks in new neighborhoods as land is dedicated
- Inter-governmental project review and cooperation between the City and Adams County on projects in the Rural Protection Districts,
- Obtaining historic preservation funds for the Downtown. Obtaining Small Cities CDBG funding and other funding for downtown park and public space improvements

At the end of Phase Two, the Brighton Comprehensive Plan will go through a full plan amendment process.

⇒ **Phase Three:**

Phase Three will be a fifteen to twenty year period during which final major infrastructure investments will be completed to allow the gradual full development of the community and during which the newly developed portions of the City will be taking on their own character and distinctiveness.

Key objectives for Phase Three include the following:

- Extension of all sewer trunk lines necessary to allow the eventual full build out of the community
- Movement forward at a regional level to construct a regional wastewater treatment plant
- Approaching build-out in Bromley Park
- Approaching build-out in the Bromley Park Town Center
- Reaching at least 1000 acres of open space and/or farmland protected with a focus on the greenbelt district

- Completion of all key public purchases and major private easements to allow for eventual full connections of the Second and Third Creek valley greenway
- Construction of a second City recreation center in the Bromley Park Town Center area
- Full reinvestment and revitalization of the Downtown area

The Brighton Comprehensive Plan will undergo a major plan update at the end of Phase Three.

⇒ **Future Challenges**

It is anticipated that at the end of Phase Three, the major future planning challenges that Brighton will face will be the following:

- Investments along the Platte River to create a major river and lakes greenway system
- Final purchases of farmland to stabilize the remaining farming operations into the future
- Ongoing investments to create linkages within the Citywide greenway and trails system
- Public reinvestment needed along the Bridge Street corridor to reverse deterioration accompanying most new investment flowing to the newer commercial areas in the City
- Encouraging the development and use of multi-modal transportation systems that will become feasible as Brighton's population reaches higher levels